

PROMOTING THE AFRICAN UNION CONVENTION ON PREVENTING AND COMBATING CORRUPTION

Tools and tactics

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Promoting the African Union Convention on Preventing and Combating Corruption

Tools and Tactics

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ISBN: 978-3-96076-212-6

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INTRODUCTION

The Africa Union Convention on Preventing and Combating Corruption (AUCPCC) is a shared roadmap for member states to implement good governance and anti-corruption policies and systems. Adopted by the heads of state at the African Union Summit held in 2003, the convention entered into force in 2006, with the latest ratification by Cameroon in 2020. The AUCPCC provides a comprehensive framework and is unique among anti-corruption instruments in containing provisions different from other anti-corruption standards. Articles include strengthening independent national anti-corruption authorities and whistleblower protection, declaration of assets by designated public officials and transparency in political party funding. It also pays particular attention to the need for the media to have access to information and the participation of civil society.

Purpose of the guide

Over several years, Transparency International chapters in Côte d'Ivoire, Rwanda, Senegal, South Africa and Tunisia have developed advocacy tactics to hold governments accountable, calling on them to meet the as yet outstanding commitments in implementation and enforcement of the AUCPCC in four areas: money laundering, illicit enrichment, political party funding, and civil society and media.

This guide documents those advocacy tactics so that other civil society organisations (CSOs) in Africa can replicate them in their own anti-corruption

campaigning work. It is part of a larger package of materials produced within the project Towards Enforcement of African Commitments Against Corruption (TEA-CAC), funded by the Federal Ministry for Economic Cooperation and Development (BMZ) of Germany. In the first phase of the TEA-CAC project, Transparency International chapters evaluated the state of implementation of the AUCPCC in 10 countries: Côte d'Ivoire, the Democratic Republic of Congo (DRC), Ethiopia, Ghana, Mozambique, Nigeria, Morocco, Rwanda, South Africa and Tunisia. This review, published in 2020, is entitled [*Implementing and Enforcing the African Union Convention on Preventing and Combating Corruption: A Comparative Review*](#).

For more details on specific national chapter country experiences in AUCPCC advocacy, please see the comparative review and other documents produced as part of this project:

- + [South Africa impact story](#)
- + [Rwanda impact story](#)
- + [Tunisia impact story](#)
- + [Côte d'Ivoire impact story](#)
- + Anti-money laundering video ([English/French/Arabic](#))
- + Illicit enrichment video ([English/French/Arabic](#))

Content of the guide

Based on real examples of creative advocacy work to promote the AUCPCC, the briefings aim to break down those initiatives into concise summaries of the tactics and the convention's objectives, the context that created its success, and the steps taken until the completion of that initiative.

The tactical briefings are samples of the advocacy work in the last few years by Transparency International chapters in Côte d'Ivoire, Ghana, Rwanda, South Africa and Tunisia to promote the AUCPCC. They do not paint an exhaustive picture of advocacy in this context; there are other valuable experiences elsewhere in Africa that are also models for effective advocacy.

Who is this manual for?

This guide is meant primarily for civil society organisations in Africa which plan to engage with the AUCPCC. This includes both the national chapters of Transparency International in Africa as well as other anti-corruption organisations with the similar aim of promoting integrity reforms associated with the AUCPCC.

How to use it?

The reader can go directly to the briefing they are interested in. Each tactical briefing stands alone as an independent document.

The tactics have been grouped along six tactical areas of advocacy to promote the AUCPCC:

1. increase public awareness
2. empower African civil society
3. strengthen the capacity of media partners
4. strengthen anti-corruption institutions and authorities
5. advocate for legal reforms
6. monitor the AUCPCC's implementation

This grouping ensures ease of use and assists readers in understanding the key activities and issues confronting the anti-corruption system in their country.

The overall advice of this guide is to be curious about the tactics and to explore the diversity of advocacy activities. Additional information is included at the end of the briefings, along with contact information for the Transparency International national chapter that implemented the tactic.

COMMON ASPECTS OF THE TACTICS

Research is essential for good advocacy work. Most of the tactics explored by the CSOs involved in this project include a research component. For example, TI Rwanda assessed whether domestic laws complied with the AUCPCC. Their assessment revealed five gaps, and one of them concerned access to information, an issue that TI Rwanda highlighted through various activities. In Côte d'Ivoire, a study of money laundering risks in particular sectors guided our chapter to target its awareness raising work to specific parts of the country.

Another common aspect among the organisations successfully using these tactics is the approach to engage the government in a critical but constructive dialogue. Adopting an approach based on understanding and responding to public sector partners' needs can create a win-win situation. Critical comment in public can often be balanced with commending the government's positive progress in implementing the AUCPCC in the country's legal framework. Through these positive messages, many of the tactics use individual champions working within governments to win the over relevant agencies.

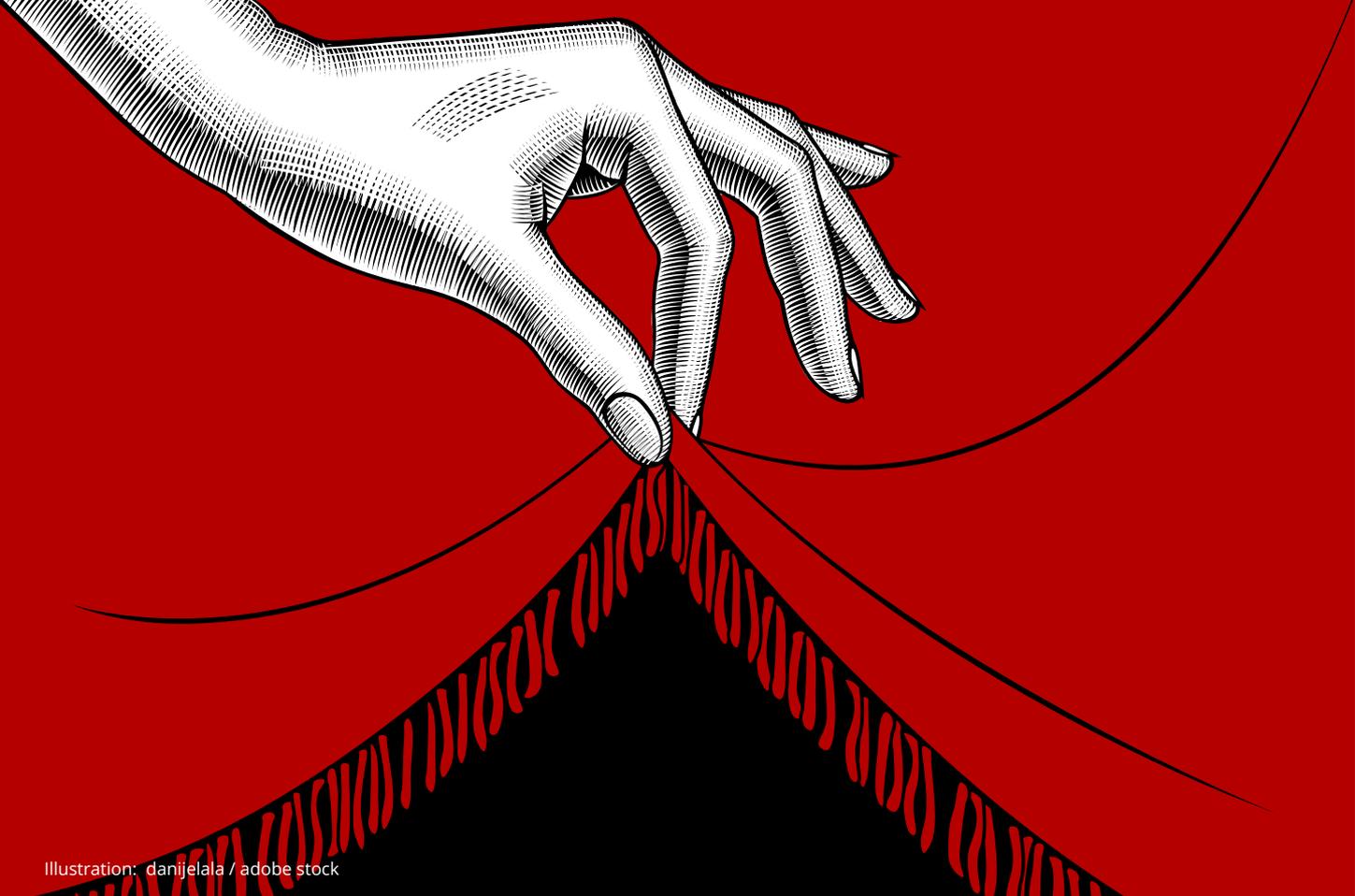


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TACTICAL AREA 1

Increase public awareness of the implementation status of African states' anti-corruption commitments

Raising awareness – informing and educating citizens – is a fundamental activity for civil society and the public to hold their government accountable to the AUCPCC. Everyone should be aware of and understand the commitments their government has made to prevent and combat corruption. Through this process, the power of public opinion can be mobilised to ensure that laws are passed and implemented to achieve the AUCPCC objectives.

This guide showcases, among others, an awareness raising tactic used by our chapter in Côte d'Ivoire, Initiative for Social Justice, Transparency and Good Governance (known as Social Justice). The anti-corruption organisation delivered its messages on key

anti-money laundering provisions by using a theatre piece and comic books to convey their importance in communities with the highest risks (for example, those associated with real estate, illicit cocoa trade and gold).

Our Ghanaian chapter, the Ghana Integrity Initiative, gathered the support necessary from other civil society organisations and key governmental agencies through an annual integrity award for individuals and institutions fighting corruption. The high-profile award, mixing both expert opinion and popular voting, not only influences public opinion but incentivises authorities' efforts to combat corruption.

CREATIVE AWARENESS RAISING ON MONEY LAUNDERING (CÔTE D'IVOIRE)

How it relates to the AUCPCC

Article 12 of the AUCPCC (civil society and media) stipulates that states undertake to “be fully engaged in the fight against corruption and related offences and the popularisation of this convention with the full participation of the Media and Civil Society at large.”

- + research and present the phenomenon of money laundering in a creative way
- + educate stakeholders on the importance of their involvement and participation in the fight against money laundering and corruption
- + encourage the effective participation of local authorities and people in the fight against money laundering and corruption.

Why use this tactic?

It can be hard to mobilise public opinion and create awareness of anti-corruption measures, particularly to a large group of people. Theatre and comic books reach people at deeper emotional levels to connect with the issue of corruption and its impact, which are essential drivers for action. Live theatre, screenings of filmed plays in local venues accessible to everyone, and gripping comic book storylines: they all establish direct contact with the public and are cost-effective and popular among all ages.

Description and objectives of the tactic

This public awareness and educational project identified and brought corruption issues to the attention of specific communities affected by or associated with money laundering in real estate, the trade in artisanal gold and illegal cocoa harvests. It was an effective way to highlight the need for preventing the concealment of the proceeds of corruption, which can sometimes seem abstract. The important aspect was to get key information out to the target audience about the impact of money laundering on their communities and encourage them to take action to prevent or reduce the harm of illicit money flows. The objectives of this tactic are to:

Key conditions for success

- + **Select the municipalities where the awareness raising will take place according to the sectors at risk of money laundering.** This will involve understanding through research what kind of corruption problems are prevalent in particular villages or cities. Based on this, the topic for workshops will be decided. In their initial step of implementation, described below, campaigners focused some of their efforts on awareness raising in those local areas of Côte d'Ivoire where they found communities adversely affected by money laundering in illicit gold commerce.
- + **Identify local leaders** who are committed to the fight against corruption but who might not have the knowledge to recognise money laundering in their daily lives. The project needs to have a good knowledge of the local stakeholders.
- + **Recruit technical experts to write the scenario** of the play and develop the comics.
- + **If the budget allows, try to recruit good and well-known actors** as it ensures the participation of more community leaders at those events. If screening a filmed play, it is also better to have

the actors present as it attracts more participants who are interested in meeting actors they see on television.

- + **Invite donor organisations** – foundations and embassies of donor countries – to the workshops and plays. If feasible ask one of the diplomats from a western country or head of UNDP (which supports anti-corruption programmes) or the EU Ambassador in the country to inaugurate or deliver a keynote address at the event. This would help mobilize resources and ensure sustainability of the project or tactic.

Background to the tactic

Article 6 of the AUCPCC criminalises money laundering, understood as the process by which the origins of assets generated by criminal activities are concealed to obscure the link between the funds and their illegal origins. The offence of money laundering has rarely been prosecuted in Côte d'Ivoire in the last few years. There appears to have been only one conviction for money laundering during the time of the comparative study on [Implementing and Enforcing the African Union Convention on Preventing and Combating Corruption](#). Since the public and smaller civil society organisations in Côte d'Ivoire are not informed about the issue of money laundering, they therefore did not realise that they could be taking part or be witness to such activities without noticing. Therefore, Social Justice organised four one-day awareness raising workshops in communities to build the local population's understanding of the harm corruption and money laundering do to their society. In the workshop, they screened videos of theatre pieces ([here](#) and [here](#)) that were later disseminated on social media. [Comic books](#) were also developed to be distributed at the end of the workshop, and [short interview](#) with the head of Social Justice was played afterwards.

How to do this

1. Research phase

Social Justice chose four cities based upon the results of [a study](#) showing the sectors with the highest risks of money laundering in Côte d'Ivoire:

- + Jacqueville, close to the sea, was chosen because land purchase prices have increased since the

construction of a bridge and the construction of luxury hotels and other buildings

- + Daloa was chosen because of its connection to the cocoa trade
- + Hiré because of the central nature of the gold trade there; and,
- + Bondoukou for the artisanal gold panning and informal market in cashew nuts in the area
- + Their research highlighted the consequences of corruption and money laundering on people's daily lives.

2. Preparation work

- + development of [a comic book](#) on corruption, specifically on money laundering
- + development of a theatre piece:
 - o hire a professional scriptwriter to write the synopsis for the play
 - o hire actors (preferably well-known) and hold rehearsals
 - o film the theatre pieces (for example, [here](#) and [here](#)) for social media dissemination

3. Running the workshops

Thirty people attended each workshop. They were selected to represent different walks of life and were representatives from local and customary authorities, associations of women, young people, civil society organisations and the media. Social Justice also had a local contact in each of the municipalities who helped to select the women who were leaders in local markets, even though they might not be part of a formal association of sellers.

Each workshop started with the theatre piece to capture the participants' attention. During the first workshops, the actors were present and the theatre piece was performed live. Due to budget and logistics constraints, the theatre pieces were then filmed to be screened at subsequent workshops. After the play, there was a discussion on the social issues that arose in the performance.

At the end of the workshop, there was a quiz to test, in an entertaining way, the knowledge acquired during the workshop. The participants could win T-shirts, notepads, caps or pens if they got the answers correct. On the T-shirts and the notepads had the message: "Let's all be actors in the fight against money laundering and corruption." On the caps and pens, the message was: "Denounce money laundering!" Each participant left the workshop with a comic book illustrating the same issues of money laundering.

4. Follow-up activities

To achieve the objective of supporting authorities and people to get involved in fighting money laundering, participants need affirmation that others are joining them in the cause. They also need a clear avenue for effective action. Social Justice reinforced its messages by broadcasting some parts of the play on national radio, as further dissemination. The videos that were played during the training seminars were also later posted on social media (Facebook, YouTube). Giving participants a chance to sign up to be informed on developments and requests to take action (such as signing petitions or volunteering) ensures further activities.

Additional information

The chapter recruited local volunteers in the four municipalities but did not have the resources to offer other services to the people who attended the workshop or ensure the follow-up. If resources had allowed, Social Justice would have organised a follow-up to the workshop on implementing the activities and kept contact with the participants. Without resources, this effective tactic becomes a one-time effort and there is no sustainability in the long run. One solution to ensure this advocacy intervention receives sustained support of donors

is to consider inviting donor organisations – such as foundations and embassies of donor countries – to the workshops and plays. If feasible diplomats from a western country or the head of the UN Development Programme (which supports anti-corruption programmes) or the EU Ambassador in the country could inaugurate or delivery a keynote address at the event. Involving donors would help mobilise resources and ensure sustainability of the tactic.

Further reading

- + Social Justice. [Analyse des secteurs les plus touchés par le blanchiment des capitaux en Côte d'Ivoire](#). (Research on the Sectors in Côte d'Ivoire with the Highest Risk of Money Laundering)
- + Search for Common Ground. [Design, Monitoring, Evaluation and Learning Guidelines for Social Accountability Programs](#)
- + Transparency, Accountability & Participation (TAP) Network. [Raising Awareness through Public Outreach Campaigns](#)

CONTACT

Initiative for Social Justice, Transparency and Good Governance in Côte d'Ivoire or in French, Initiative pour la Justice Sociale, la Transparence et la Bonne Gouvernance.

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ANNUAL INTEGRITY AWARD TO RECOGNISE ANTI-CORRUPTION WORK (GHANA)

How it relates to the AUCPCC

Article 12 of the AUCPCC (civil society and the media) stipulates that states will undertake to “Be fully engaged in the fight against corruption and related offences and the popularization of this Convention with the full participation of the Media and Civil Society at large”

Why use this tactic?

Anti-corruption work involves holding government authorities to account when they do not make enough effort to tackle and prevent corruption. It can be equally important to recognise those in government and civil society who are promoting integrity and fighting corruption. This tactic fits well in a country with a national action plan that describes the anti-corruption roles of various state agencies and institutions, as is the case in Ghana. Its National Anti-Corruption Action Plan (NACAP) calls for a scheme to promote integrity in public life. An award can also involve the public in honouring individuals and institutions for outstanding efforts through inviting people to vote.

Description and objectives of the tactic

The Ghana Integrity Awards (GIAWARDS), organised by Transparency International's Ghanaian chapter, promote anti-corruption in the public and private sectors. The awards in six categories highlight efforts of outstanding individuals or public institutions that uphold personal and professional integrity. The awards also encourage other officials to launch their own anti-corruption initiatives to gain similar public recognition. Awards to recognise individuals and institutions in the private sector were added after the first year. This is particularly important in a context

where corruption is widespread and exemplary conduct is scarce, hence the need to highlight activities that have made an impact.

The objectives of the Ghana Integrity Awards are to:

- + be an incentive for positive behaviour in Ghana, encouraging public and private institutions and individuals to demonstrate their anti-corruption and integrity efforts
- + provide official recognition to those doing the “right thing” with integrity
- + highlight institutions and individuals that make a positive difference against corruption
- + promote good role models to guide the rest of society and to serve as a sharp contrast to behaviour that slows the country's progress

Key conditions for success

Be objective and apolitical. In giving integrity awards, the organisation cannot be aligned to any political party or donor. Those who are nominated but do not win may try to find ways to criticise the fairness of the process, so impartiality is key to avoid any criticism.

Avoid a simple public vote. The integrity award should not be a “popularity contest” but should judge how individuals and institutions are truly contributing to fighting corruption in a sustainable way. The solution is to balance public voting with expert evaluators drawn from various sectors, including civil society, business, academia, public and private sectors, and so on.

Build strong capacity in information technology. For any public voting aspect to the awards, it is important

that people can only vote once to ensure the integrity of the contest.

Make the process transparent. Frequently publish – from the opening of the awards to the public voting – details on criteria and how to nominate someone for the award. This is important particularly at the time when nominations are closing to how nominations are made.

Consider the governance context in your country. In more challenging political environments, the award may be seen by the public as government officials patting themselves on the back for the bare minimum of integrity efforts. Therefore, this tactic may not be appropriate if there are many restrictions on civil space, which contradict the spirit of an award.

Ensure sufficient resources for a rigorous award process, and not just financial. The staff of the organisation must be able to research the nominated individuals. Capacity to communicate information about the awards is key during the nomination and voting process. An organisation needs to mobilise government officials and meet with them to talk about the award and encourage nominations. Time, as a resource, is precious – starting preparations early and having sufficient organisational capacity is necessary, especially if the organisation is busy with other projects.

Background to the tactic

Sanctions via prosecution is the traditional approach to encouraging acceptable integrity standards and ethical practice in society. Transparency International's chapter, Ghana Integrity Initiative (GII), recognised the need to introduce the GIAWARDS as a complimentary tactic that uses positive reinforcement. The awards honour those acting in the public interest and whose actions have had considerable impact in the sectors they operate. Receiving an award, along with positive public recognition, is a big incentive that makes it a potent tactic for influencing behaviour, as GII explains in an [article](#) about how the awards began.

The six categories of awards include policy and administrative reforms, transparency and social accountability, efficient public service delivery, effective internal controls enforcement, business integrity and an integrity personality of the year. This diversity has meant individuals ranging from the auditor general to police officers and journalists have been recognised.

How to do this

1. Design a set of criteria and categories

Bring together a panel of experts to determine the criteria for nominating public officials and entities for an integrity award. Respected academics, judges and others with high visibility and credibility can help set the initial standards for those to be nominated.

2. Find funders/sponsors

The GIAWARDS have so far been supported by some development partners, including the Embassy of the Kingdom of Netherlands and the Danish International Development Agency (Danida). GII has also received cash and non-cash support (such as refreshments for the award ceremony) from corporate bodies, such as the Accra Brewery PLC, Enterprise Group and Newmont Ghana Limited. It is important to clarify that sponsorship does not entitle a company to an award.

3. Advertise the call for nominations

Publishing the eligibility criteria widely is central to ensuring the legitimacy of the awards. GII usually receives at least 40 nominations from the public for the integrity personality of the year category. It is important to note that individuals and institutions can nominate themselves.

4. Assess the nominations with a set of eligibility criteria (pre-selection)

After a thorough evaluation process by GII researchers – checking to be sure that the nominees met the published criteria for each award – up to five nominees are then shortlisted for public voting by the evaluation committee.

5. Set up the public voting system

Allowing the public to access the process by voting ensures that the award is not exclusively a limited, expert evaluation. GII believes the public knows the nominated individuals, institutions and companies well. Virtual voting is done via a dedicated website, such as the [Ghana Integrity Awards](#) (GIAWARDS) website. Using a cell phone short code voting system has also helped to bolster participation (for example, “dial *800*21# and follow the prompt”).

6. Balance popular votes with expert evaluation

GII balances the popular vote with a weighted final evaluation by the evaluation committee, which is made up of eminent anti-corruption and accountability experts from civil society, academia, the judiciary, and the public and private sectors. In the GIAWARDS, public votes constitute 40 per cent of the total score, while the evaluation committee's scoring of the nominees' anti-corruption initiatives/actions based on the published criteria constitutes the remaining 60 per cent. The involvement of judges with professional knowledge of anti-corruption makes the process more visible, credible and acceptable to those who do not win: "When there is a clear, rigorous system for judging efforts in anti-corruption, everyone feels reassured that the award truly represents the very best," according to GII.

7. Recognise everyone in the contest in a well publicised ceremony

Promotion on social and traditional media of a well-planned event gives public recognition to the winner. GII also ensures that those shortlisted for an awards but who do not win are still acknowledged publicly. "Everyone gets recognised with a plaque (in the integrity personality of the year category) showing they had been nominated. It helps to keep the momentum and encourage them of future prospects," says GII Executive Director Linda Ofori-Kwafo. Sometimes, when politicians are nominated, it pays to be careful not to imply that their achievements are lesser than others.

8. Evaluate the sustainability of the tactic

It is important to evaluate how sustainable it will be to adopt this tactic. The award nomination and evaluation process can be tedious and time consuming, so funding is needed to bring in the necessary human resources. As it is an annual award, the public begins to participate keenly after the first or second year – building awareness in the long run – so there must be capacity to deliver the awards long term.

Additional information

Withdrawing an award that has been given might become necessary in situations when it is revealed that the winner has been subsequently found to be involved in corruption. It might also be important to consider whether no award should be given, when the evaluation committee cannot select a suitable candidate. There may be continuous monitoring of past winners on their commitment to anti-corruption ideals to avoid reputational damage to the award. Visit the Ghana Integrity Initiative's comprehensive integrity award [website](#) to see the criteria used and the kind of awards given.

CONTACT

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Illustration: urbazon / shutterstock

TACTICAL AREA 2

Empower African civil society organisations to effectively engage in anti-corruption activities

The right of access to information empowers citizens to obtain information held by public bodies (with limited exceptions). Access to information is essential in the fight against corruption because it enables civil society activists and the public to participate in public debates, engage directly with public decision-makers, and have their rightful say in the development of public policy and law.

Transparency International (TI) Rwanda noted potential whistleblowers' reluctance in reporting corruption, resulted in comparatively low reporting

levels due to fear of reprisals. The [Rwanda Bribery Index](#) 2020 reports that 88.1 per cent of citizens who encountered corruption did not report it. To counter this, the organisation not only helped train those responsible for protecting whistleblowers but also publicised the protection offered to them among society.

In Tunisia, I WATCH is building the next generation of corruption fighters by creating student hubs on university campuses to support transparency and anti-corruption measures.

ENGAGING OFFICIALS AND CITIZENS IN PROTECTING WHISTLEBLOWERS (RWANDA)

How it relates to the AUCPCC

Article 12 (civil society and media) and Article 5 (anti-corruption institutions). This work involves engaging the media and civil society, as well as strengthening anti-corruption institutions because, according to the convention, every government institution should investigate whistleblower complaints and have rules to protect whistleblowers.

Why use this tactic?

Whistleblowers disclose information about corruption or other wrongdoings to individuals or entities that can take corrective action. Unfortunately, exposing wrongdoing that threatens the public interest can mean risking one's career or even personal safety. Many cases of corruption are not reported because people are afraid to come forward to expose problems they have seen. Offering protection to people who blow the whistle would encourage more people to report corruption. Thus, protecting whistleblowers is key to effective enforcement of anti-corruption laws.

Description and objectives of the tactic

In sub-Saharan Africa, many countries do not have a law defining whistleblowing or offering protection to whistleblowers. Even countries that do have a law do not guarantee its implementation.

This tactic builds the capacity of authorities responsible for protecting whistleblowers and builds trust among the public that they will be protected should they come forward to report an act of corruption.

The objectives of this tactic are to:

- + Standardise whistleblower protection across duty bearers in government who are entrusted with protecting whistleblowers. This is achieved through training workshops for the responsible personnel and the creation of guidelines for their work.
- + Raise awareness and increase confidence among citizens who still refrain from reporting due to fear of retaliation.

Key conditions for success

- + Access to heads of institutions. High-level one-on-one advocacy meetings with ministers and heads of institutions can facilitate cooperation among middle-ranking officials.
- + Willingness of authorities to coordinate. Countries that have some whistleblowing legislation are more likely to cooperate with civil society on implementation measures.
- + Sophistication in public communication. Raising awareness of what whistleblowers do and why they need to be protected can require advanced communication techniques.

Background to the tactic

In Rwanda, it can be easy to track and find out who the person behind a whistleblowing report is. They can therefore be threatened by those they have made the complaint against. This risk can deter people from blowing the whistle, which makes it more difficult to obtain reports of corruption for use in investigations. Rwanda adopted a legal framework to protect whistleblowers in 2012, revised in 2017 to strengthen

protection measures. TI Rwanda's advocacy since 2009 contributed to the adoption of the law and the chapter disseminated the text of the new law among civil society and the private sector when it was adopted.

Challenges remained, however, in implementing the law. According to TI Rwanda, reporting was consistently low. And further research found that, in many key institutions, there were no focal persons to receive whistleblower cases or ensure information was passed on to the relevant law enforcement authorities. TI Rwanda decided to advocate for the nomination and training of such focal persons in government. In following up, the chapter found that many of those who had received a report of corruption did not know how to deal with it properly to protect the whistleblower, investigate the case or report the person accused of the crime.

"We have been creating awareness so that citizens feel free to report corruption cases. Before, they didn't know that you could be a whistleblower and still be protected and not be afraid of speaking," says TI Rwanda Executive Director Apollinaire Mupiganyi. "Through media engagement and raising awareness through TV and radio outreach, we did a lot at the national and district levels, engaging with citizens and sharing info with them in terms of what their rights are, how they can be protected and also their right to speak out and not fear repercussions."

How to do this

1. Be clear about the legal definition of whistleblowing

Defining clearly what constitutes protected whistleblowing activity is key to avoid engaging with a client who would not qualify as a whistleblower under national legislation. Develop your own definition as an organisation to position yourself clearly if there is a gap. Caution is needed in handling whistleblowing cases that cannot be guaranteed protection.

2. Analyse factors discouraging whistleblowing

Using both an annual bribery survey and results from collecting cases via a hotline reporting system, TI Rwanda found that the number of people reporting corruption was lower than those who said they witnessed corruption. In follow-up research, the organisation found a commonly held perception that some

whistleblowers are punished for being "talkative", even driven from their villages by authorities.

3. Acknowledge progress by government in order to engage constructively

When progress in adopting or implementing whistleblowing legislation is acknowledged, government officials are less defensive and more open to recommendations. To balance critical research about public distrust underlying fewer whistleblowing reports, positive messaging should be used to encourage government authorities' involvement, even in the preliminary steps.

4. Compile a list of recommendations

For example, draft a policy paper to be shared with key institutions in the justice chain, with recommendations targeting public sector institutions to ensure the protection of whistleblowers.

5. Conduct high-level meetings

Organise meetings with institutions and departments such as the office of the ombudsman to help them better implement the legal provisions required by the country's law, such as ensuring that each public institution has a focal point for whistleblowers. By keeping this advocacy discreet and out of the public eye, private lobbying can successfully create policy change without embarrassing officials with a public airing of their problems in implementation.

6. Agree on a consensus on definitions and protections offered under law

Bringing together different stakeholders in a workshop can help to involve various public institutions and establish common concerns through, for example, disseminating a policy paper.

7. Follow up with technical workshops to develop guidelines for implementation

Using agreed upon action points in, for example, technical meetings at each institution on how to receive and resolve whistleblower allegations and protect the informant.

8. Develop guidelines

The material from the workshops can become commonly agreed upon guidelines for responsible

officials for protecting whistleblowers. A further high-level meeting with the heads of public institutions will formalise the internal guidelines to be official standards for each institution.

9. Public campaign using sophisticated communication

Public awareness on practicalities of reporting corruption is important, such as the number to call and information about guidelines and systems in place to ensure whistleblower confidentiality without repercussions. Using wide-reaching platforms like radio and TV talk shows can showcase people who spoke up about corruption, which can embolden other citizens to follow suit.

Additional information

Using a clear definition of whistleblowing is important to create a common understanding within the organisation before starting a campaign to educate the public. This can avoid discrepancies in defining someone as a whistleblower only to find they do not qualify for protection under the law. This is an important issue of protection for individuals who may be

exposed to legal threats of libel or defamation if they do not fall under the protection of the law.

- + Transparency International Secretariat. [Definition of Whistleblowing](#)
- + Transparency International Rwanda. [15 Years of TI Rwanda Experience: Citizen Engagement as a Driver to Fight Corruption](#)
- + Transparency International Secretariat. [A Best Practice Guide for Whistleblowing Legislation](#)
- + Transparency International Secretariat. [International Principles for Whistleblower Legislation](#)

CONTACT

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ENGAGING YOUNG PEOPLE IN INTEGRITY CAMPAIGNING (TUNISIA)

How it relates to the AUCPCC

Article 12 (civil society and media) states that governments undertake to: “Create an enabling environment that will enable civil society and the media to hold governments to the highest levels of transparency and accountability in the management of public affairs...” while the Preamble declares that member states of the African Union are... “Determined to build partnerships between governments and all segments of civil society, in particular, women, youth, media and the private sector in order to fight the scourge of corruption.”

Why use this tactic?

Young people have an important role to play in society and can change the culture to one that has integrity at all levels. With innovative perspectives, young social change activists can renew and refresh the current status of society. It is important to create a culture of integrity as early as possible. This is even more important when children under 18 years of age account for almost one-third of the world's population. For example, in Africa, 60 per cent of the population was under 25 in 2017, according to the [United Nations](#).

Description and objectives of the tactic

The young citizens of Tunisia should be informed, consulted and encouraged to take part in formulating public policies and evaluating government action. I WATCH CAMPUS is an initiative led by [IWATCH](#) to create a student movement for integrity.

The objectives of this tactic are to:

- + create a number of student clubs for transparency and anti-corruption
- + create the next generation of corruption fighters by providing participants with training in anti-corruption issues as well as useful skills in activism, such as communications, advocacy and management

Key conditions for success

- + Political engagement by young people should be accepted in the country's political culture. To replicate this tactic more easily, politically mobilised youth groups or movements should already exist in universities and high schools. Schools and universities also need to support youth activism with time and space.
- + Examine your own organisation's workplace culture to be sure that this tactic can be supported by a policy of letting young people take ownership of their actions. Supporting youth activism will require investing in building leaders among the youth groups which will allow for self-directed advocacy and peer-to-peer awareness raising. Your organisation also should be ready to integrate those youth networks into its large campaigns and anti-corruption network in the country.

Background to the tactic

Youth were involved in the 2011 Tunisian revolution as they participated in an intensive campaign that

led to the departure of long-time president Zine El Abidine Ben Ali. Since the founding of I WATCH, many students have become actively involved in its activities. However, I WATCH did not need young volunteers throughout the year, so it was important to keep them engaged through youth clubs in their own schools/universities, which kept them connected to the anti-corruption cause.

How to do this

1. Create clubs among faculties at universities

(such as the faculty of law, the faculty of journalism) Currently, those clubs exist in seven college campuses in Tunis. I WATCH plans to extend those clubs to other universities and colleges in the major cities of the country.

2. Organise training seminars for the students of those clubs

I WATCH offered comprehensive training to anti-corruption clubs on the following topics:

- + money laundering
- + corruption in the public sector
- + access to information
- + illicit enrichment
- + role of civil society and the media in anti-corruption
- + political party funding

Additionally, they receive training in management, communication and advocacy.

3. The clubs organise activities related to transparency in the governance of the faculties

Some of the clubs' activities include observing the elections of student representatives and organising debates between the different candidates.

4. Engage those clubs in general campaigning and volunteering outside the university

Participants can help organise youth conferences to talk about young people's concerns, their priorities and participation in local decision-making processes.

5. Formalise those clubs into independent associations to enhance an ecosystem of organisations fighting corruption

In this tactic, the Transparency International chapter wanted to create different, independent entities consisting of many youth clubs to strengthen the larger ecosystem of civil society. Creating new actors offering youth-specific objectives to be part of Tunisian civil society enlarges the country's democratic space.

Additional information

Using this tactic may require planning for specific support beyond the inception of the clubs. In this tactic, the aim was to create an independent entity. Even though the objective of this tactic is to create an independent entity, it is useful to continue supporting youth organisations. I WATCH found that it was important to connect the different youth groups together, both to find strength in numbers as well as to learn best practice from each other. I Watch believes that the more civil society actors there are that advocate for transparency, the better it is for the fight against corruption. Their strategy is to support the creation and capacity building of new civil society organisations that then constitute what they called 'an ecosystem of civil societies' with similar objectives. An alternative, less ambitious means for creating this network of independent youth clubs could be to support young activists by involving them in your organisation, which can generate new insight and create exciting exchanges.

I WATCH, Campus website

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Photo: Courage / adobe stock

TACTICAL AREA 3

Strengthen the capacities of media partners to monitor the implementation of anti-corruption commitments and demand accountability

Only when corruption is uncovered can it be tackled. Journalists bring abuses of entrusted power to light, which allows authorities to hold the corrupt to account. In many countries, the media confronts unethical people or practices and is often the catalyst for investigations into corruption. Whether the media can fulfil this role depends on the extent to which the public supports journalists in detecting corruption

and the skills and capacity journalists have to do their jobs effectively.

In Côte d'Ivoire, Transparency International's national chapter, Social Justice, awards journalists for exposing corruption, thus creating more visibility and appreciation for their work.

JOURNALISM AWARDS ENCOURAGE REPORTING ON CORRUPTION (CÔTE D'IVOIRE)

How it relates to the AUCPCC

Article 12 (civil society and media) states that member states undertake to: "Create an enabling environment that will enable civil society and the media to hold governments to the highest levels of transparency and accountability in the management of public affairs..."

Why use this tactic?

Arguably one of journalism's roles in society is that of a watchdog. Journalists keep society's institutions accountable by highlighting corruption in both public authorities and in business. Only when corruption is uncovered can it be tackled. Honouring journalists who bring abuses of entrusted power to light promotes brave reporting and persistent investigations.

Description and objectives of the tactic

Create an incentive for investigative reporting on corruption by awarding journalists and other media personnel for their work. This can include financial prizes, public recognition and acclaim for their work around anti-corruption and integrity.

The objectives of the journalism award are to:

- + acknowledge the work done by journalists uncovering corruption
- + encourage more journalists to write about corruption
- + promote the work of anti-corruption journalists to the public

Key conditions for success

- + Link the award to training for journalists. Equip journalists with skills to help them understand how to implement anti-corruption investigations and write better articles. This tactic can give them the tools and resources to actually produce the work to submit for an award.
- + Sufficient funding makes the award a regular occurrence, such as an annual or biennial award. This establishes the award in the public's minds and encourages more journalists to keep working on anti-corruption issues so that they may apply regularly.
- + Award the quality of the work/investigation, not just the reputation of media houses. It is important to ensure the credibility of the prize by doing outreach to professional journalists who are accredited/licensed while maintaining the enthusiasm of the younger journalists who are not yet accredited. Both groups should be recognised somehow for the quality of their work.
- + Choose a key date for the ceremony, such as an anniversary of a major corruption case or a public commemoration, such as African Anti-Corruption Day on 11 July or the International Anti-Corruption Day on 9 December. A good "hook" for an event is always helpful in raising its profile with the public.

Background to the tactic

In Côte d'Ivoire, Social Justice launched an [award in 2021-2022](#) for the best journalistic pieces on the fight against corruption and the implementation of the AUCPCC. This was the first prize initiated in the country by civil society for Ivorian journalists to promote the work of those who engage in the fight against corruption.

Image: Social Justice

How to do this

1. Link to the training of journalists

To encourage journalists to produce work with which they could apply for this award, provide training to build their capacities for the fight against corruption, particularly on the AUCPCC and its implementation. These training courses can be advertised through various communication networks, such as social media, to encourage a diversity of participants. Additionally, during the course of the training, journalists should be informed about the prize and encouraged to apply for it.

2. Publication of a call to apply for the award

Published the call for applications periodically on the organisation's various communication channels, such as their website and Facebook page. The announcement should also be circulated by email to journalists' networks and civil society organisations working in the field of anti-corruption. Additionally, the organisations can periodically promote the call on social media.

3. Choose jury members

In Côte d'Ivoire, three people were selected for the jury based on their extensive experience in investigative journalism and their impeccable ethics. One of them had experience of being on the jury of another media prize, specifically, the Prix d'Excellence Média awarded by the West Africa Media Excellence &

Conference Awards ([WAMECA](#)) as initiated by Media Foundation for West Africa (MFWA).

4. Organise the awards ceremony

Originally, the ceremony was supposed to take place on 9 December 2021, which is the Anti-Corruption Day, but Social Justice realised that many other events were being organised on that day and decided to postpone the ceremony until 2022, and thus ensure better participation of the most important stakeholders.

The two winners were awarded CFA1 million (US\$1,662) and CFA500,000 (US\$831). In attendance at the event were government authorities, such as the High Authority for Good Governance (HABG) as represented by the Director of Cabinet, as well as the Ministry for the Promotion of Good Governance, Capacity Building and the Fight against Corruption. Others in the audience represented civil society organisations working on anti-corruption issues in Côte d'Ivoire and investigative journalists, including past laureates.

5. Follow-up

Social Justice is working on institutionalising the award to organise it regularly every year or two. Gender diversity is also a goal. For the first award, there were no submissions by female journalists. For the next edition, the team is making special efforts to reach out to female journalists.

Additional information

Social Justice is just beginning to implement this tactic and is reflecting on issues of sustainability. Beyond the funding, this new initiative could be part of a bigger outreach initiative to enlist journalists in the fight against corruption. Therefore, the organisation will study other similar awards to clarify different targets and objectives to see how they frame collaboration and partnership with the media. Also, in the event that none of the submissions are considered worthy of the award, it can demonstrate the integrity of the award to refrain from naming a winner. Finally, with internet based media, consider in advance the difficult issue of defining a journalist. There could be nominees who are not accredited or employed by a traditional media organisation.

For more information about the award please read [the post](#) and [news flash](#) on the Social Justice Award Facebook pages.

Consulting other journalism awards, such as the [West Africa Media Excellence & Conference Awards](#) and the [Corruption Reporting Award](#) from the One World Media Awards, as sponsored by the Transparency International Secretariat, could be helpful.

See the Transparency International/U4 Helpdesk Answer, 2018. [Anti-Corruption and Integrity Awards](#)

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Photo: miodrag ignjatovic / istock

TACTICAL AREA 4

Strengthen anti-corruption institutions and anti-corruption work by public authorities

Traditional anti-corruption policy focuses on government enforcement of anti-corruption standards. Over the last decade, collective action has become the norm. The UN Global Compact, the World Bank Institute and the OECD's Anti-Bribery Recommendation all endorsed governments collaborating with business and civil society to fight corruption. However, cooperation between civil society and government is not easy or quick and requires patience, hard work and solid advocacy. Government engagement, as noted above, is a common approach among the many tactics developed by Transparency International's national chapters to promote the effective implementation of the AUCPCC.

In South Africa, Transparency International's chapter, Corruption Watch, has a "whole of society" approach to fighting corruption. For this, Corruption Watch joined a committee made up of various government agencies to better coordinate the handling of cases of corruption. Through this committee, the organi-

sation is able to refer individual cases of corruption to the appropriate law enforcement agencies and stakeholders that can best investigate them. In Côte d'Ivoire, Social Justice understood that the authorities viewed civil society organisations with distrust. Through targeted dialogue with government officials in private meetings, they built trust to become active partners with their elected representatives in fighting corruption.

The Ghana Integrity Initiative retains its organisational independence while collaborating with government officials to organise the commemoration of the AUCPCC and other anti-corruption milestones through various events.

In Tunisia, after the first municipal elections took place, I WATCH launched a capacity building programme for local authorities who often do not have a legal background.

ENGAGING THE GOVERNMENT WITHIN MULTI-STAKEHOLDER FORUMS (SOUTH AFRICA)

How it relates to the AUCPCC

Article 12 of the AUCPCC (civil society and the media) stipulates that states will undertake to “Be fully engaged in the fight against corruption and related offences and the popularization of this Convention with the full participation of the Media and Civil Society at large...”

Why use this tactic?

In a “whole of society” approach to fighting corruption, there can be a realisation by both civil society and government actors that no institution can deal with this issue alone. Governments can view an anti-corruption organisation as a partner that could bolster its credibility in a context where citizens may distrust authorities. Conversely, an anti-corruption organisation can help victims find justice in corruption cases by engaging in a civil society-government forum or providing submissions to a government inquiry. In seizing this ideal, “win-win” opportunity, corruption allegations can be brought to law enforcement on a confidential basis.

Description and objectives of the tactic

The tactic brings relevant players fighting corruption into one room. By building trust among various anti-corruption actors in a committee-like multi-stakeholder forum, both individual and sector specific corruption complaints can be passed in confidence to law enforcement officials and other stakeholders who have the capacity and powers to investigate. In a similar manner, civil society organisations can engage when a government creates a special commission of inquiry. Such ad hoc public investigation bodies are also an opportunity to refer concrete cases of corruption on a sector-by-sector basis for investigation and resolution.

The objectives of using a multi-stakeholder forum to address systemic corruption are to:

- + Receive and assess allegations of corruption. Often, such forums can become a “one-stop” clearing house (based on the mandate of the parties in those meetings) to determine which agency has specific responsibilities to best deal with the allegations.
- + Follow up. Once the allegations are referred for investigation, the forum can collectively make sure there was an appropriate “consequence management” in addressing the allegations so that no cases “fall through the cracks”.
- + Address the systemic nature of sectoral corruption. Proper analysis of corruption data can detect hotspots or corruption trends in specific institutions, in, for example, particular hospitals in the health sector. Presenting such patterns at an official forum or commission makes it possible to deal with systemic issues across the sector and formulate preventive recommendations.

Key conditions for success

- + Government must be open to partnership and receive civil society input. Conversely, some in the civil society may be critical of those willing to work with the government, which is perceived as opportunism and undercutting objectivity.
- + A whistleblower hotline, such as a Transparency International Advocacy and Legal Advice Centre or other reporting channels for receiving allegations of corruption, provides concrete cases that can be referred to an anti-corruption forum or steering committee, thereby giving credibility.

Background to the tactic

The most important progress in the fight against corruption in South Africa in recent years has been the adoption of the 10-year national anti-corruption strategy. As part of that strategy, the government formed several anti-corruption forums, of which Corruption Watch is an active member. Initially, the forums were a consultative mechanism for private sector and law enforcement, but Corruption Watch fought hard to have civil society represented. The first forum was focused on corruption in the health sector. The second was formed as a local government anti-corruption forum, and the third forum was on infrastructure.

“We attended the launch of the first forum and publicly said that we are also working on these issues, and are getting reports about corruption in this sector, so we should be included in the forum,” says Kavisha Pillay, head of stakeholder relations and campaigns. Corruption Watch then advocated for space for civil society in the forums, holding media briefings and writing open letters to the government.

How to do this

1. Lobby for the creation of multi-stakeholder forums or commissions of inquiries

Corruption Watch South Africa advocated for the creation of the sector specific forums. Corruption Watch also advocated for the creation of the Judicial Commission of Inquiry into Allegations of State Capture, Corruption and Fraud in the Public Sector including Organs of State, better known as the Zondo Commission or State Capture Commission.

2. Advocate for inclusive terms of reference for civil society participation

When they were successful in getting the appointment of a standing forum or a special commission of inquiry, Corruption Watch found another campaign was needed to obtain an invitation for the organisation to be asked to join as a member of those forums or have standing to submit evidence to an inquiry. In relation to the Zondo Commission, the organisation recognised early on that advocacy was needed so the commission of inquiry would have broader terms of reference to permit civil society to submit specific cases and recommendations.

3. Communicate about the forum or commission

Communicating about why your organisation is a part of a government created forum is important. In the case of a special commission of inquiry, Corruption Watch gave daily updates to summarise the developments at the Zondo Commission and looked at the commission’s recommendations and how to move towards successful implementation. With the forums, Corruption Watch kept the public informed generally and relevant stakeholders specifically about allegations brought forward.

“If we are able to demonstrate as a collective that we are serious about government forums and commission recommendations, and support the government to take the necessary steps by submitting cases and analysis, even in the form of successful prosecutions or successful litigation, then definitely we are halfway there to winning the corruption battle,” says Corruption Watch’s Pillay.

4. Bring broader civil society into government forums

Corruption Watch encouraged other major civil society organisations dealing with corruption issues in the sector (such as health issues) to join the forums, and suggested private sector actors to the government.

Additional information

Prepare in advance to be ready to comment on the terms of reference when the state creates an anti-corruption body, since civil society may be deliberately or unintentionally excluded from participation. Likewise, be ready to comment on the selection of the commissioners in case there are some of doubtful integrity appointed for political reasons. Corruption Watch found that the process of setting up a forum or commission can sometimes drag on. Therefore, should there be delays in implementation that stretch overly long, a cost-benefit calculation can be strategic to reassess the use of this tactic and step back from a stalled process.

Corruption Watch, State Capture Boosted Violence and Organised Crime, [a joint submission](#) by the Institute for Security Studies (ISS) and Corruption Watch to the Judicial Commission of Inquiry into Allegations of State Capture (Zondo Commission), 2019.

Corruption Watch made a [second submission and presented oral evidence](#) in February 2021, reflecting on their interventions to monitor appointments to key crime and corruption fighting institutions.

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ENGAGEMENT AND TRUST-BUILDING WITH THE GOVERNMENT (CÔTE D'IVOIRE)

How it relates to the AUCPCC

Article 12 of the AUCPCC (civil society and media) stipulates that states undertake have civil society and the media “be fully engaged in the fight against corruption and related offences and the popularisation of this convention with the full participation of the Media and Civil Society at large.”

anti-corruption regulations and practices that do not match their commitments under the AUCPCC

- + build opportunities to overcome barriers of distrust with authorities to effectively implement the AUCPCC in law
- + demonstrate the positive results for society from engagement with government officials

Why use this tactic?

Building initial trust through small successful collaborations on events that spotlight positive government initiatives can lead to dialogue on other, more politically sensitive issues of corruption. Impact can be achieved by relationship-building to then take anti-corruption issues forward and identify topics for future, subsequent discussions. Dialogue can often change perceptions and create opportunities that did not seem to exist before.

Description and objectives of the tactic

By engaging in specific, focused and targeted dialogue with open-minded government officials regardless of their level, anti-corruption activists can address many specific problems and build trust based on specific issues and solutions. Sustained engagement can lead to the co-creation of joint solutions. Rather than remaining entirely silent about such exchanges, this tactic tries to provide periodic public feedback on the impact of the civil society organisation’s input, which is crucial to maintaining the public’s trust and the willingness to endorse the organisation’s engagement with authorities.

The objectives of this tactic are to:

- + identify necessary policy and programmatic changes in government policy to fill gaps in their

Key conditions for success

- + Be willing to balance confidentiality with transparency. Assurances will have to be made that initial conversations will be kept confidential, since the purpose is not to quote officials in their response but assist the government in understanding and dealing with corruption.
- + Open door/willingness to cooperate by all parties. This tactic will not work in a hostile political environment in which government authorities will punish those speaking with civil society.

Background to the tactic

The public and smaller civil society organisations in Côte d’Ivoire should be active partners with their elected representatives in fighting corruption. Yet the authorities often view civil society with distrust, and formal government engagement can be difficult for the public, civil society organisations and other stakeholders. Building a working relationship with a government sends an important signal about official support for civil society involvement in implementing and monitoring the AUCPCC. In many countries, existing coalitions and multi-stakeholder platforms are ready to perform this role.

How to do this

1. Find the right person inside the ministry who could be a champion

Doing some research to find officials who are open to listening to civil society ensures success.

2. Seize opportunities to begin the dialogue

Make a request for a private meeting of a government oversight or investigatory body when there have been reports of corruption in the news. It captures official attention as a hook to prompt dialogue.

3. Provide an agenda or subject for conversation

A short note or briefing paper can highlight the issues that you wish to discuss in advance of a meeting with government officials. When there is no prior identification of civil society's analysis, then government ministers may become defensive without knowing what is to be discussed or how to answer criticism.

4. Invite open-minded government officials to speak at an NGO event

Giving the government a platform to speak with citizens remains an attractive offer for officials.

5. Promote wider community engagement with civil society by bringing citizen representatives to a meeting with government officials

On specific topics and focused conversations, involving notable citizens can bring gravitas and weight to the conversation. Businessmen, philanthropists, community leaders all lend weight to a meeting.

6. Build a coalition when possible

A government official may turn down a meeting with one organisation but must prioritise dialogue when it involves a group of civil society organisations.

7. Find common ground and recognise that some issues are difficult and complex

It can be helpful, when a government expects civil society to be on the offensive and critical, to acknowledge the complex nature of fighting corruption and the grey areas that may arise.

8. Keep the conversation going

In the closing segment of any meeting with government officials, identify topics for subsequent discussions that can keep the dialogue alive and lead forward into further topics that may be an official priority.

Additional information

Many activists have reservations about “talking shops” in government meetings that do not seem to lead to action and change. There can be good reasons for their suspicions, given that many societies are characterised by structural inequalities that allow more powerful individuals greater voice, while dominant views can be so powerful as to inhibit critical questioning about alternatives. When adopting a tactic of engaging authorities at a personal level as well as institutional level to build trust, any civil society organisation should expect to be called upon to justify their decision. There may even be accusations of civil society being “co-opted” by the government by those suspicious of such an interaction. There are strong arguments for individual dialogue, however, such as seeing these dialogues as opportunities to express anti-corruption positions and arguments to reach people who may not otherwise be exposed to them. Although challenging at times, civil society-to-government talks create the possibility that officials engage with activists’ positions more seriously than they might otherwise.

UNDP published an extensive report on preventing corruption and securing public sector excellence. The report has useful case studies from a number of regions that distil both academic analysis and practitioner experience: [Good Practices in Public Sector Excellence to Prevent Corruption: A Lessons Learned Study in Support of the Implementation of the United Nations Convention Against Corruption \(UNCAC\)](#).

Transparency International’s Anti-Corruption Helpdesk published an overview document: [The Role of Civil Society in Fighting Corruption in Côte D’Ivoire](#), which provides examples of concrete measures that civil society there is taking for corruption prevention and sensitisation.

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COLLABORATIVE ANTI-CORRUPTION COMMEMORATIONS (GHANA)

How it relates to the AUCPCC

Article 12 of the AUCPCC (strengthen anti-corruption institutions) stipulates that states will undertake to “Be fully engaged in ... the popularization of this Convention with the full participation of the Media and Civil Society at large.”

Why use this tactic?

Collaborative stakeholder actions bring together national stakeholders in civil society and government for commemorations of good governance standards, such as the African Anti-Corruption Day (11 July), International Anti-Corruption Day (9 December) or International Human Rights Day (10 December). Expanding the commemoration to a whole week of events allows other key stakeholders to collaborate in planning activities, giving each actor a day of activities.

Description and objectives of the tactic

An annual observance of an anti-corruption day can make it easier to mobilise various stakeholders. Since it is a general commemoration and not about a specific case, government and civil society can more easily work together. When well-coordinated, there is power in bringing together several organisations and visibility from the larger group of co-organisers. And the event allows working with a variety of civil society actors, including human rights, youth and women’s groups, in outreach to the public. Activities can include speeches marking the day of ratification of an anti-corruption standard, debates about its implementation or particular themes, quizzes about the standard, and awards.

The objectives of the tactic are to:

- + create visibility and public awareness of the AUCPCC and the United Nations Convention against Corruption (UNCAC), as well as of the national framework providing guidance for anti-corruption efforts
- + use international anti-corruption frameworks as the theme for discussion, which may seem less confrontational to national and local authorities
- + avoid duplication and clashes if several organisations hold commemorative programmes on the same day
- + bring anti-corruption stakeholders and partners together to reflect, plan and fight corruption.

Key conditions for success

- + Planning is critical. An organisation must have the capacity to mobilise and coordinate, starting the planning well in advance to ensure there is sufficient time to bring key stakeholders onboard.
- + Retain organisational independence in the programme. While collaborating with government officials, maintain a critical but constructive approach.
- + Effective implementation can also mean bringing the private sector to the table as co-organisers and sponsors.

Background to the tactic

Ghana Integrity Initiative (GII) works through a multi-stakeholder approach. “In other African countries,

a Transparency International chapter may be the only anti-corruption organisation,” says Executive Director Linda Ofori-Kwafo. “But here in Ghana, there are a number of CSOs working on governance, and many are adopting anti-corruption into their work, so GII cannot work independently without regard to a number of organisations all engaging state agencies separately.” To avoid duplication of efforts and fatigue on the part of state agencies, GII has adopted a more collaborative way of engaging the government and stakeholders so that civil society has a stronger voice and works together as a team.

The advantage of this collaboration for an annual event lies in getting access to a government agency, a key anti-corruption state institution as convener and other actors partnering with them. This engagement is known to have brought together most actors in the governance space who have a role in the implementation of the National Anti-Corruption Action Plan (NACAP), such as the judiciary, executive and legislature through the various decentralised agencies, law enforcement, the private sector, and civil society and media.

How to do this

1. Write letters of invitation

to reach out to other government stakeholders to ensure broad official buy-in.

2. An initial meeting,

in which organisers form a planning committee for an exchange of ideas about their preferred activities during the commemorative week. Planning meetings then take place throughout the run-up to the events. Coordinated timing among stakeholders for this week of events can mean the agreed timeframe works for everyone, without clashes or duplication.

3. Develop a concept note early,

for mobilising funding as well as ensuring agreement among co-organisers. Start with this step at least six to eight months before the event.

4. Look for funding

by identifying which sponsors have resources, then approach embassies and other donors several months in advance to secure the necessary backing.

5. Start the media campaign

to secure interviews in newspapers or on radio to promote public awareness about the events. This step, no later than a month or two before the event, involves – among other things – creating a template press release and agreeing the key media messages among co-organisers.

6. Hold the commemorative events

with most meetings open to the public. Be sure, however, to reserve time for a few private discussions with the government about further strategy and initiatives.

7. Evaluate jointly

the successes and challenges in organising the commemoration with all those involved to learn for next year.

Additional information

No annual day of commemoration of the AUCPCC is going to directly minimise corruption but it can be a complementary tactic to promote better coordination among civil society actors. Anti-corruption advocacy can be perceived as negative and emphasising the darker and more criminal aspects of society. In this tactic of celebrating an anti-corruption convention, the message is a positive one that puts government authorities in a better light for having ratified a regional standard of integrity.

Review the [programmes and concept notes](#) for GII’s national anti-corruption week.

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CAPACITY BUILDING TRAINING WORKSHOPS FOR LOCAL AUTHORITIES (TUNISIA)

HOW IT RELATES TO THE AUCPCC

Article 12 of the AUCPCC (civil society and media) stipulates that states undertake have civil society and the media “be fully engaged in the fight against corruption and related offences and the popularisation of this convention with the full participation of the Media and Civil Society at large.”

Why use this tactic?

Alongside national anti-corruption initiatives, tackling corruption at the local level is key because citizens encounter governments primarily in their own cities and towns where they access basic services. Much depends upon the capacity of local officials to respond to reports of corruption. Resolving cases of corruption at the local level then builds trust and legitimacy of the state and provides opportunities for citizen participation

Description and objectives of the tactic

This tactic is about training local officials on anti-corruption legal standards that they should use in their work. Those elected at the local level often do not have a legal background, so they come to a training course to learn. The local authorities need help to know where to go when a legal question arises. So, the tactic focuses on teaching them principles and sharing knowledge with them on which laws apply to corruption cases.

The objectives for this training are to:

- + Build capacity in local authorities on anti-corruption standards and techniques.

- + Encourage mutual effort with citizens. Citizens must know their rights to exercise them by, for example, asking local authorities for information and for relevant people to declare their assets. The public should know the importance of their involvement and participation in the fight against corruption.
- + Sensitise authorities that citizen participation ensures that the authorities' work meets citizen's needs. Educate the public about the importance of their involvement and participation in the fight against corruption.

The objectives of this tactic are to

- + Build capacity in local authorities on anti-corruption standards and techniques.
- + Encourage mutual effort with citizens. Citizens must know their rights to exercise them by, for example, asking local authorities for information and for relevant people to declare their assets. The public should know the importance of their involvement and participation in the fight against corruption.
- + Sensitise authorities that citizen participation ensures that the authorities' work meets citizen's needs. Educate the public about the importance of their involvement and participation in the fight against corruption.

Key conditions for success

- + Demonstrate respect for the office and the officials. The best way to reach local authorities is to show them that you consider them an authority, which makes them more responsible and accountable.

- + Start the training from local authorities' experiences and challenges. They might already have some concrete problems linked to corruption that can be addressed in the training.
- + Harness the enthusiasm of newly elected local officials who do not have the legal knowledge but are willing to fight corruption.
- + Keep those training seminars interactive through scenarios and case studies.
- + Offer ongoing support so that it does not remain a one-off activity.

Background to the tactic

In May 2018, the first municipal elections took place in Tunisia and 350 municipal councils were created. Those municipal elections were the first vote at the local level in Tunisia since the 2011 revolution and the adoption of the constitution on 27 January 2014, which enshrined the principle of administrative autonomy of local authorities and the election of municipal councillors by direct universal suffrage.

Local authorities are important (the Tunisian constitution calls them "the local power") and on a level with other political institutions, such as the judiciary. Local authorities make decisions every day at a local level, applying the AUCPCC clauses in their work, such as citizen access to information, bribery prevention and asset declarations. For those municipalities at the border, local authorities must be aware of the risk of money laundering among people dealing with a lot of cash.

How to do this

1. Develop the material for training programmes based on what local officials already know and the situations they are dealing with

Research is the first step, in part to decide on what the training material should include as well as to adapt the training material depending upon the function and context of the officials in municipalities. "Train a local official one day and then next day he is dealing with those issues," says Aya Riahi, a legal adviser at I WATCH in Tunisia.

2. Selection of the elected officials to be trained

I WATCH has partnered with 200 municipalities. The content of the training was sent to those municipalities. In turn, local officials not only received the training but also began to communicate about the AUCPCC with the public.

3. First training seminar with elected officials

The content of the training was about the AUCPCC and the intersections between Tunisian law and the AUCPCC. The course should be adapted to reflect the type of decisions being taken by authorities regarding citizens and corruption.

4. Follow-up with support

I WATCH offers ongoing support to those municipalities to help them solve practical problems that arise. I WATCH receives calls from them asking questions and what to do. For example, on access to information, many officials reach out to the chapter for guidance on if they are allowed to give out certain information to the public.

Additional information

Organisations implementing this tactic must make sure everyone is given the necessary information to ensure that the municipal officials, and the local public they serve, are adequately engaged. That requires a comprehensive communication strategy for a training programme to be relevant and taken up by stakeholders.

- + Transparency International Secretariat. [Local Governance Integrity: Principles and Standards](#)
- + Transparency International Secretariat. [Lessons Learned from Anti-Corruption Efforts at Municipal and City Level](#)

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Photo: gorodenkoff / istock

TACTICAL AREA 5

Advocate for legal reforms in the domestication of the AUCPCC

The rule of law is crucial for a stable democracy, social justice and peace. It may be difficult to demonstrate a direct impact of adopting anti-corruption legal reforms in the short term, but in the long run, incorporating the AUCPCC into national law builds a strong foundation for the rule of law. If broader anti-corruption reforms are to be successful, they need to have a legal basis.

I WATCH, Transparency International's chapter in Tunisia, advocated for accountability under the government's asset disclosure law, making citizens aware of public officials who should declare their

assets and naming those who failed to do so. In Tunisia, where the Tunisian parliament and the anti-corruption agency has been suspended since 2021, such civil society pressure is even more important.

Transparency International Rwanda built a common understanding of legal reforms needed to promote asset recovery in the case of embezzlement of public funds. In their tactic, they created a consensus among those state authorities involved in corruption cases on approaches to discovering money laundering crimes and gaining the cooperation of those accused.

CAMPAIGN TO PRESS POLITICIANS TO DECLARE THEIR ASSETS (TUNISIA)

HOW IT RELATES TO THE AUCPCC

Article 7 (fight against corruption and related offences in the public service) stipulates that state parties commit themselves to “require all or designated public officials to declare their assets at the time of assumption of office during and after their term of office in the public service.”

Why use this tactic?

An effective interest and asset declaration system can help prevent abuse of power, reduce corruption and increase public accountability and trust in the government. However, a credible asset disclosure programme should establish who should declare what to whom and how, and should punish any intentional failure to declare. As with access to information, public pressure demanding transparency can ensure that asset declaration requirements do not remain on paper but are implemented to protect legitimate, lawful accountability.

Description and objectives of this tactic

Public pressure was needed to push for the publication of declared assets and interests of elected government officials.

The objectives of this tactic are to:

- + mobilise pressure on public officials to declare their assets and interests in accordance with the law and the AUCPCC
- + ensure that public institutions are operating according to the rule of law

Key conditions for success

- + Publicity around the call for elected officials to declare their assets is important. With pressure from the public, decision-makers can be pushed into action.
- + Freedom of expression. As a pre-requisite, an organisation should have the freedom to direct advocacy calls to the people in power.
- + Good media relations. Every time I WATCH publishes a press release, they reach out to journalists they know and provide more information on the issue. This helps them get more attention to their call.

Background of the tactic

The Tunisian parliament passed a law in July 2018 that requires politicians, media and NGOs to declare their assets to the Authority for Good Governance and the Fight against Corruption (Instance nationale de lutte contre la corruption – INLUCC). Unfortunately, INLUCC was closed in August 2021 on the orders of the Ministry of the Interior, an action that I WATCH has appealed against in the administrative court.

Even with the INLUCC shutdown, it is still possible to declare assets. In September 2021, I WATCH called upon the newly elected prime minister, Najla Bouden, and new members of the parliament to disclose their assets and interests to aid the fight against illicit enrichment and conflicts of interest.

How to do this

1. Press statement

First, I WATCH prepared a press release asking members of the government to declare their assets on the INLUCC website ([In French Instance Nationale de Lutte contre la Corruption](#) – INLUCC).

2. Timing the direct appeal carefully

One day before the weekly meeting of ministers with the president, I WATCH wrote to the officials with their call and also published the press release, ensuring that I WATCH's appeal would be addressed in the cabinet meeting.

3. Further media work

Following up on the press release, the chapter took media calls and gave journalists more information on the issue. Media was important in mobilising the public to contact their elected officials and ask them to comply with the law on asset and interest declaration.

4. Legal pressure

I WATCH also filed a lawsuit to challenge the decision to close the national anti-corruption agency which monitors whether declarations have been filed. In the press release, I WATCH also called on the minister of the interior to review the closure of the INLUCC headquarters. They also asked the president of the administrative tribunal to review I WATCH's request to halt the closure of INLUCC as soon as possible.

Additional information

This tactic is predicated upon having a strong asset declaration law in place, in accordance with the AUCPCC, so that an anti-corruption organisation can campaign to enforce it. The laws of other countries can serve as inspiration: Tunisia's asset declaration law can be very useful as a model for anti-corruption activists in other countries. I WATCH had previously campaigned for the adoption of this law, drawing upon French and common law experiences in legislation and taking the most useful points for incorporation into the draft Tunisian legislation. The Tunisian law that was adopted goes further than the AUCPCC by requesting declaration not only of politicians' assets but also of their interests.

- + Tunisia News, October 2021. [I WATCH Calls on Members of the New Government to Declare Their Assets Remotely](#)
- + Morning Express, November 2021. [Tunisia: I WATCH Calls on Members of the New Government to Declare Their Assets](#)
- + U4 Helpdesk Answer, 2008. [African Experience of Asset Declarations](#)

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JUSTICE SYSTEM REFORM TO HELP RECOVER EMBEZZLED FUNDS (RWANDA)

HOW IT RELATES TO THE AUCPCC

Article 16 of the AUCPCC (confiscation and seizure of the proceeds of corruption) stipulates that states adopt legislative measures as may be necessary to enable the authorities “to search, identify, trace, administer and freeze, or seize...” the proceeds or property of corruption.

Why use this tactic?

Asset recovery is the process of reclaiming and returning public funds stolen by embezzlement or corruption. Even a small amount of recovered assets can be spent on social programmes, tackling poverty and providing much-needed public services. Plea bargaining is one tactic for persuading an alleged perpetrator to voluntarily return corrupt proceeds in exchange for leniency in sentencing. This strategy can be particularly effective in complex money laundering cases that are beyond the capacity of investigators and prosecutors to untangle.

Description and objectives of this tactic

In this tactic, the goal is to build a common understanding among law enforcement officials involved in corruption cases on legal reforms that can help in the fight against corruption. In this way, a consensus is created among these officials through the discussion of cases and practices used while investigating, prosecuting and sentencing those suspected of corruption. The objective of this tactic is to:

- + increase knowledge of officials working in the justice system on legal reforms needed to effectively collect evidence for prosecuting money laundering and other corrupt acts in compliance with the AUCPCC.

Key conditions for success

- + Adopt an approach based on understanding and responding to the public sector partners’ needs. A win-win atmosphere is created when an expert evaluation of the challenges faced by investigators and prosecutors is balanced with commending the government’s positive progress on the legal framework.
- + Work with an internal government champion to secure participation from relevant government officials. If a civil society organisation invites workshop participants such as crime investigators, they probably will not come. But if a partner, such as a respected government agency invites them, they will.
- + Having the means to collect specific cases through a corruption reporting hotline or an advocacy and legal advice centre project creates a comparative advantage. In this way, a civil society organisation can provide relevant examples from specific cases that can persuade policymakers to change laws, policies and regulations to improve enforcement.

Background of the tactic

Asset recovery can redress the crime of illicit enrichment, especially for those found guilty of embezzlement. It was an area of high political pressure, particularly with the Ministry of Justice in Rwanda. The public saw that those who had misused public funds were enjoying the benefits of corrupt proceeds when they were out of office. Even when they were found guilty, when they finished their jail sentences, these perpetrators enjoyed their ill-gotten riches.

It became a shared priority with the government to overcome the challenges of finding where corrupt

monies were hidden and to then confiscate it. This perceived problem of conspicuous corrupt wealth led TI Rwanda to discuss money laundering and recovery of stolen assets with law enforcement and prosecution authorities. With governmental investigators and investigative journalists, TI Rwanda explored how difficult it is to investigate and prosecute these offences because the suspected offenders launder money in very sophisticated ways. As a result of TI Rwanda advocacy, policymakers in the country's justice system developed a strategy of having a conversation with embezzlement suspects to immediately pay back misused money in exchange for leniency.

How to do this

1. Conduct research on the problem

TI Rwanda did a desk review, looking at the gaps in the law and emphasised the progression and positive aspects in government anti-corruption legislation. In this way, TI Rwanda won support from decision-makers. By balancing their research with the positive when looking at challenges, government officials were more open to address challenges with their recommendation.

2. Advocacy through private conversations

In face-to-face meetings, TI Rwanda talked to high-level justice officials to see if they had truly integrated the relevant provisions of the AUCPCC. These included members from the criminal justice sector, such as the judiciary, the national public prosecution authority and the members of Rwanda investigation bureau. In the expert meetings, gaps were identified in national laws that helped a CSO understand the lack of enforcement. This analysis, especially on money laundering, then later showed that there are very few money laundering cases being prosecuted.

3. Preparation of peer-learning workshops on money laundering

The objective of this workshop was peer learning and peer review of cases involving the investigation of economic crimes, including illicit enrichment, money laundering and illicit financial flows. Be sure that your participants come from across the criminal justice chain: police investigators, prosecutors and judicial staff. This can require a respected government agency as a partner to ensure that the more relevant government officials attend.

4. Running the workshops

In the discussions, use facilitators from all sectors: journalists, CSOs and government prosecutors. The agenda was designed to capture the gaps in law and capacity challenges in getting evidence. Discussion should be off the record since law enforcement authorities may view journalists and civil society with suspicion, as happens all over the world.

5. Follow-up activities

It can be difficult to involve judges in a workshop since they guard their independence and do not normally engage with prosecutors. Therefore, an important follow-up activity is to find an internal judicial champion, such as the inspector of courts and tribunals, who can lead to a similar meeting with judges.

Additional information

This tactic uses a top-down, prosecution/enforcement approach towards fighting corruption. It will not be possible to achieve effective anti-corruption change in the legal framework without strong, independent and well-functioning judicial, law enforcement and prosecution services. And from lessons drawn from past, successful approaches to anti-corruption reforms indicate that such reforms are usually maximised by a combination of complementary (top-down and bottom-up) approaches.

- + TI Rwanda. [Status of Assets Recovery in Rwanda: Promoting Rule of Law in Rwanda through Sound Enforcement of Anti-Corruption Laws](#)
- + TI Rwanda. Report on the Assessment of Court Judgments Related to Corruption and Related Offenses
- + Transparency International and U4. [Successful Anticorruption Reforms](#)

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TACTICAL AREA 6

Monitor the AUCPCC's implementation

Civil society and the media play a crucial role in monitoring government compliance with their obligations under the AUCPCC.

Corruption Watch South Africa developed a tactic to assess the overall compliance of their government towards its obligations under the AUCPCC.

The methodology developed by them can also be replicated in other countries.

The approach from I WATCH to monitor the public's Access to Information is concentrated on civil society's role in demanding their right to information.

TI Rwanda focused their efforts on ensuring access to information by reinforcing the capacity of public stakeholders (including both officials and journalists) in fulfilling their respective roles in responding to requests for information and informing the public about this tactic.

A SCORE CARD TO ASSESS IMPLEMENTATION OF THE AUCPCC (SOUTH AFRICA)

HOW IT RELATES TO THE AUCPCC

Establishing, maintaining, and strengthening anti-corruption institutions (Article 5), preventing and combating money laundering (Article 6), preventing and combating illicit enrichment (Article 8), and regulation and transparency of political party funding (Article 10).

Why use this tactic?

This advocacy tactic creates an objective measure of the need for further government anti-corruption reform by using a methodology to assess a government's compliance with commitments under the AUCPCC. Similar to Transparency International's National Integrity System studies, this perceptions based study blends quantitative and qualitative methods to put discussions with the government on a more technical and objective basis while giving simple scores on complex subjects.

Description and objectives of the tactic

Civil society often takes a more critical view of corruption than the government, which can hinder dialogue with authorities. So this tactic can help find a middle ground to objectively assess the implementation of anti-corruption measures and make monitoring of compliance with the AUCPCC not just an exercise or a formality but a meaningful and substantive dialogue. This tactic includes conducting a survey of anti-corruption experts bolstered by the information explored in the literature review, a series of key informant interviews with government officials on a frank, anonymous basis, and then review panel discussion of the findings.

The objectives of this tactic are to:

engage the government by putting a clear score on how the government addresses corruption in the public domain, which can initiate discussion with the government on particular legislation that needs to be amended to improve the score

Key conditions for success

- + As prerequisites, anti-corruption laws should already be in place and the authorities should embrace adherence to the anti-corruption standards set by the AUCPCC. There needs to be government respect for the rule of law for this tactic to be efficient.
- + The government should be open to dialogue and have conversations with civil society. Access to information, such as statistics about enforcement of various anti-corruption laws, is key.
- + On issues of corruption such as money laundering, embezzlement or illicit enrichment, a pre-existing relationship with law enforcement agencies can facilitate individual interviews to be as dispassionate and technical as possible. Private conversations with government experts provide key data through their feedback about anti-corruption successes and challenges.
- + An organisation adopting this tactic needs to have the capacity for research. The tactic relies upon rigorous surveys and interviews to establish a credible baseline about legislative weaknesses. Inside that civil society organisation, there should be at least one person who has a background in research to supervise the methodological work to develop the score card.

Background to the tactic

South Africa seems to be meeting its obligations to implement the articles of the AUCPCC. In terms of the actual mechanism for implementation, however, Corruption Watch perceived there was a gap, but needed to quantify how implementation failed to match government commitments. Therefore, Corruption Watch developed a methodology to assess compliance in enacting and implementing anti-corruption laws.

How to do this: Steps to take

1. Conduct a literature review relating to selected articles of the AUCPCC

In the case of Corruption Watch, they focused on: Anti-Corruption Institutions (Article 5); Money Laundering (Article 6); Illicit Enrichment (Article 8); and Political Party Funding (Article 10). This desk study should include relevant academic papers, legal analyses and journalistic articles. This will help set the indicators for the score card.

2. Interviews of key government informants who have knowledge

and experience in one or more of articles under review. These insider views help refine the indicators.

3. Designing the methodology for the score card

This involves engaging a research team, either a consultancy or through a university, to set the indicators to be measured by the score card. One person inside the organisation will need a background in research to supervise the methodological work to develop the score card.

4. Use an online questionnaire for qualitative data collection from a relatively small sample of chosen anti-corruption experts

Ask the experts to apply a rating matrix on a range of indicators to create scores for government compliance with the AUCPCC. Choose the experts carefully for their expertise in the selected articles of AUCPCC and for their character, such as independence and record for integrity.

5. Present the draft findings from the survey to the invited panel of independent experts for their comments and questions.

Validation was key to ensuring that the findings identified reasonable and relevant gaps.

6. Present the results to government officials

Prior to publication, to engage high-level government policymakers in dialogue.

7. Publish the final study to advocate for change

Launching the score card study in the media is the start of evidence based campaigning for change through public pressure. Publicity can assist positive-minded anti-corruption officials inside the government get their superiors to take notice of the score card's findings.

8. Promote its use in other countries

Corruption Watch is creating instruction material to be shared with other anti-corruption organisations and TI chapters in the region so that they can conduct similar studies in their own countries. The organisation also has bigger aims to advocate for the AU to adopt this methodology in its reviews to have an objective piece of information with which to engage all the countries that have ratified the AUCPCC.

Additional information

The traditional Transparency International National Integrity System (NIS) study could be also used to buttress the use of this newer tactic. There is a great deal of advocacy experience and lessons learned from more than two decades of implementing NIS studies, which undertakes analysis via a similar [consultative approach](#) involving the key anti-corruption agents in government, civil society, the business community and other sectors.

One caveat for an organisation replicating this tactic: it is important to have trusted access to officials' inside views to assess compliance. Therefore, strong existing personal contacts inside the justice sector are a key to success.

- + Corruption Watch, 2022 (forthcoming), Commitment Rich, Implementation Poor: An Assessment of South Africa's compliance with the African Union Convention on Preventing and Combating Corruption

- + Instructional materials will be developed and made available to organisations that explain the methodology and how to go about it so that they can replicate the study (to be published in 2022)
- + UNCAC Coalition. [Developing An Anti-Corruption Advocacy Plan: A Step-by-Step Guide](#)

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CAPACITY BUILDING OF JOURNALISTS TO USE ACCESS TO INFORMATION LAWS (TUNISIA)

HOW IT RELATES TO THE AUCPCC

Article 9 of the AUCPCC (access to information) stipulates that “each State Party shall adopt such legislative and other measures to give effect to the right of access to any information that is required to assist in the fight against corruption and related offences.”

Why use this tactic?

Access to information is an essential part of enabling citizens’ participation in holding their elected officials accountable. Therefore, in a country that has an access to information law, there should be a thorough understanding of how to request information from a local or federal government office. Journalists through their anti-corruption reporting initiate and stimulate the public debate about integrity, but face challenges in accessing information from public bodies. Teaching journalists to access public information bolsters this right.

Description and objectives of the tactic

The tactic builds the capacity of journalists, particularly younger student journalists, to use an existing access to information law. Information relating to sensitive issues such as corruption, organised crime, environmental contamination or conflicts of interest in policy setting are particularly difficult to research. Therefore, access to information laws have become a crucial tool that can guarantee journalists access to information held by public bodies for their stories and investigations, enabling them to exercise their role as public watchdogs in our democracies. The objectives of this tactic are to:

- + make information widely accessible: if the information is obtained through the access to information process under law, then it can be legally published without challenge
- + build a new generation of journalists that can continue a “watchdog” function in society

Key conditions for success

- + Start small. Requesting less sensitive information to help officials become accustomed to assisting citizens using this law.
- + Gain the cooperation of the government body responsible for overseeing the protection/implementation of the right of access to information, if there is one. This can be done by providing positive feedback and encouragement.

Background to the tactic

The right to information is an essential pillar for accountability and anti-corruption because it gives citizens access to information about how their country is being generally governed, as well as specific data about public management such as how the country’s funds are used by public institutions. In its Article 32, the Tunisian constitution provides that “the State guarantees the right to information and the right of access to information...”, by which the right to information became a constitutional right.

In its work around the implementation of the AUCPCC in Tunisia, I WATCH has focused a lot of its advocacy work on access to information. The first objective was to get a law adopted. Then advocacy focused on ensuring that the public and journalists in particular know the law and how to request information from public authorities. The Organic Law n°22-

2016 sought to guarantee the constitutional right of access to information by creating an authority called the Access to Information Authority ([INAI – Instance nationale d'accès à l'information](#)), which guarantees the protection of this right. Apart from its administrative role for monitoring and promoting access to information, INAI also has a judicial role, ruling on access to information related disputes. I WATCH therefore also monitors the implementation of the law, and makes appeals to this body in cases when access to information requests are not honoured.

How to do this

1. Outreach to journalism students

Publicising the workshops on how to use access to information laws requires outreach at universities to make journalism students aware of the offered training. To reach out to young journalists to understand how they can use the access to information law, I WATCH created [Icampus](#) as a student movement for integrity.

2. Cooperation with professional journalism bodies

Engaging in a long-term partnership with the trade union for journalists ([Syndicat national des journalistes tunisiens](#)) helped to promote the discussion about access to information. I WATCH also consulted the Tunisian National Press institute ([Institut national de Presse et des sciences de l'information](#)) in formulating its training.

3. Workshops with the media

In the workshops, participants learn how to use the right to access information in anti-corruption investigations. The journalists also learn about the most recurrent challenges in accessing information: delays, accessibility of archives and lack of digitalised information. In a role play format, the workshop builds capacity among the participants in writing and making access to information requests.

4. Assistance to prepare access to information requests

I WATCH has a group of volunteers ready to assist journalists, particularly younger student journalists, in filing requests for information with authorities.

5. Strategic litigation

When journalists report being blocked in their requests, I WATCH assesses cases and, in some instances, will mount an appeal to the access to information authority.

Additional information

This tactic is predicated upon an existing access to information law. Therefore, in countries lacking this law, a preliminary advocacy action may be needed to push for the adoption of such legislation. In particular, it is important to ensure that the draft legislation includes robust measures for coordinating information requests and a mechanism to appeal any refusals by government officials to divulge information to the public. To craft a strong law, advocacy is needed at the hearings of parliamentary legislative committees, as well as lobbying to gain the support of individual parliamentarians.

- + I WATCH. [Access to information in the Middle East and North Africa](#)
- + Access Info Europe. [The Legal Leaks Toolkit](#)

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PROMOTING THE PUBLIC'S RIGHT OF ACCESS TO INFORMATION (RWANDA)

HOW IT RELATES TO THE AUCPCC

Article 9 (civil society and media) states that governments should "...adopt such legislative and other measures to give effect to the right of access to any information that is required to assist in the fight against corruption and related offences."

gender inequality and women's unequal access to public information

- + facilitate engagement of the public to ask government officials for information
- + monitor and report the implementation of the access to information law

Why use this tactic?

The right of access to information empowers not just journalists but all citizens to obtain information held by public bodies (with limited exceptions). Access to information is essential in the fight against corruption, enabling civil society activists and the public to participate in public debates, engage directly with decision-makers and have their rightful say in the development of policy and law.

Description and objectives of the tactic

This tactic centres on enabling citizens to exercise their voice, effectively monitor the government and hold it to account. To create awareness about the law among the general public, this approach tries to show citizens how decisions which affect their lives need to be transparently decided upon by public officials with their participation. The vital empowerment of access to information depends upon both the willingness of government to be transparent, and the ability of citizens to demand and use information to claim their rights.

The objectives of this tactic are to:

- + analyse barriers that prevent access, such as the responsible government officials not understanding their obligations under the law or

Key conditions for success

- + To exercise access to information, a country needs legislative provisions that require public disclosure and dissemination of specific information relating to the functioning of the administration and its anti-corruption measures.
- + To exercise this right, public awareness of the legislation is needed so that citizens know how and to whom they can request information from the government, as well as an understanding by public officials on how they should respond to requests properly.

Background to the tactic

Access to information depends upon a country's existing legislation. Some countries are in the process of enacting such a law, while in others it is absent but may be in the process of being considered. In Rwanda, the legislation is in place, but that did not mean it was working.

An access to information law was passed in 2013 (Law no 04/2013 of 08/02/2013 related to access to information, in Official Gazette, n° 10) in Rwanda with enforcement entrusted to the office of the ombudsman to monitor its implementation. The purpose of the law is to enable the public and journalists to access information held by public and private

institutions; therefore, the law is applicable to private bodies as well as the state.

The main issue in Rwanda lies in citizens' low level of awareness to the law, or they are worried about the repercussions of making such a request in a culture of not challenging authority. Journalists also need greater awareness about how to make such requests. There is also a problem with those who are supposed to provide information to the public: some public officials do not know that it is mandatory to provide information.

How to do this: Steps to take

1. Research and analysis phases

Assess the compliance of domestic laws with the AUCPCC and identify major gaps, one of them concerning access to information. This should be followed by an analysis to decide on how best to solve this compliance issue. And finally, planning on which decision-maker will adopt the suggested reform.

2. Begin discussions with those in government tracking implementation

This is often the responsibility of the office of the ombudsman or other agency. Quantifying how many requests are received and how many requests are responded to can indicate where problems may be arising in the access to information system. Low figures may arise from the way statistics are kept, so there is not a lack of political will but lack of effective recording of that access being granted.

3. Inform and train the duty bearers

Often those designated government officers who are responsible for processing these requests have low capacity in this type of work. A civil society organisation can begin the conversation on a positive note, with the assumption that officials may be unaware and not malicious or deliberately obstructive.

4. Public awareness campaign

Beyond simply informing citizens about their right to information, a campaign should show how access to information is relevant to find solutions to their daily problems in public service delivery. Providing specific numbers and forms to ask for information can increase requests.

Additional information

In addition to using the AUCPCC, those replicating this tactic could use the UN Convention against Corruption (UNCAC) as a lever of influence. The general advocacy argument is to encourage national governments to adopt and develop access to information laws that meet the highest regional and international standards to improve the national legal framework for transparency. There may be legal obstacles, however. Other laws, or bilateral agreements may act to increase secrecy, such as trade agreements. And, in some countries, regulations protect other areas such as personal data, which can also be an obstacle to accessing information held by public bodies.

- + Transparency International Rwanda. [The implementation of the African Union Convention on Prevention and Combating Corruption by Rwanda](#)
- + The UNCAC Coalition. [Learn more: Access to Information](#)

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